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YOUTH: THE FORGOTTEN GENERATION

A STUDY OF SKILL TRAINING AND APPRENTICESHIP PROGRAMS IN METROPOLITAN TORONTO

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VOLUME II

THE NATURE OF THE PROBLEM

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CHAPTER 1

WHAT OTHERS HAVE SAID ABOUT YOUTH EMPLOYMENT

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1.1 INFORMATION AVAILABLE

The subject of youth and employment as a major concern is underlined by the great volume of literature produced by all three levels of government, the boards of education, concerned citizens, economists and scholars, all seeking the causes of youth unemployment. What follows is a summary of the literature we reviewed which describes the nature and magnitude of the problem (A complete bibliography appears as Volume IV, Appendix H).

1.2 EDUCATION

The biggest problem facing our youth, 15 to 24, is making a smooth transition from school to work. Entering the labour force, and securing that first job demands enormous energy so it is crucial to examine the way high school prepares youth for the world of work. Students, though interested, are largely unaware of the hard reality of working for a living. Even those who postpone the move into the labour force by attending college or university, desperately need to develop better awareness to make realistic and wise choices in their course selection.

A great deal of concern has been expressed about the quality of career counselling available to high school students.[1] Guidance services are being reviewed[2] and computerized career exploration tested.[3] Counselling in schools is a vital resource to help youth recognize their talents and their career aspirations. Success in finding a first job is a certain springboard to later labour market success. It is easy to become discouraged when you do not know what you want or where to find it. However, much of the existing counselling comes too late.[4] Major career information often is delivered only to the higher grades, usually 11 and 12. Since the hard core of unemployed youth tend to have been high school dropouts,[5] they miss entirely the benefit of career counselling and possible work experience programs. This is one loophole which must be closed by beginning career awareness much earlier in the school system. Unemployment is directly related to the level of education: the higher the grade completed, the

shorter the durations of unemployment.[6] So it should be of paramount importance to entice the would-be leaver to stay in school by offering work experience and career direction. Poor preparation only hinders integration into the work force.

Both students and educators have begun to voice their belief that a prime role for the schools today is preparing youth for the world of work.[7] We need to realize education for education's sake is no longer a viable pursuit. Due to sheer weight of numbers, education has ceased to possess a rarity value. It is alarming to watch unemployed or underemployed university graduates sweep up the entry-level positions traditionally intended for high school graduates. Our "national pre-occupation with getting a university degree"[8] may be one of the reasons for the paradox of high unemployment and a shortage of skilled labourers.

Education as a one-way ticket to job market success expired in the 1970's, when the wave of children of the "baby-boom" years flooded onto the job market at a time of economic standstill. Too much emphasis on academics and "glamour" careers has resulted in a dismal neglect of technical education. Skills training is the lesson for the future. High school work experience programs can go a long way to help and the negative attitudes towards vocational education need to be reassessed.[9]

1.3 YOUTH IN A CHANGING LABOUR FORCE

The 10 year span of the youth labour force, 15 to 24, "automatically renders age a major factor in describing youth unemployment. In no other 10 year cohort of workers are employment qualifications, experience, and possibly commitment, likely to be so closely age-related as they are among youth".[10] In addition to this original barrier, one enormous stumbling block facing youth is the way the labour market has altered in recent years. Demands of the market have not increased at the same rate as the number of youth entering the labour force. This has resulted in an over-supply of unskilled labour at a time of economic sluggishness. Technological change has aided the disappearance of the unskilled and semi-skilled entry level jobs by which youth traditionally found their way into the labour force. Now, due to increased technology and rising youth participation rates, even

bottom-of-the-ladder positions often require skills which the youngest group of workers do not possess. Something that has not changed, however, is that new entrants are more vulnerable than all other labour force groups at a time of economic decline when the "last hired, first fired" syndrome arises. Youth lack both seniority and skills; often are not union members, and must struggle against employers' bias favouring older, more experienced workers.

The unprecedented rise in the youth labour force since 1966,[11] was due primarily to two factors: the maturing of the post World War 11 "baby-boom" generation, coupled with rising youth participation rates. Since 1970, the proportion of the youth population interested in employment increased dramatically, and they were actively seeking work at a younger age than before. Ontario Manpower Commission figures state that in 1979, 69.5 per cent of all youth were in the labour force. Just as youth became more interested in working, the participation rates for women also showed a marked increase.

1.4 EDUCATION AND LABOUR MARKET SUCCESS

Under such circumstances, youth will have to face stiff competition for the available jobs. Success in the job market depends on many variables, one of which is education.[12] A 1979 CEIC study stated the level of educational attainment was the strongest factor distinguishing success from failure. The main gap was between high school dropouts and graduates.[13] In addition, "Those who had received employment counselling in school tended to be doing better, but this is probably also related to graduating instead of dropping out (Counselling tending to occur in the later grades)".[14] The study "Youth Unemployment in Metropolitan Toronto", released by the Social Planning Council in September 1981, also found that parents' level of education had a significant effect on the children.[15] The low-achieving child of low-educated parents is likely to have more disappointing labour force experiences. The educationally disadvantaged face serious difficulties in making the transition from school to work, and "unless their education deficits can be reduced and eliminated, preferably while they are still in school, many will not be able to find and hold a regular job".[16]

1.5 YOUTH ASPIRATIONS

Overall, youth (more often than older workers), tend to feel that their current jobs fail to meet their expectations, and so they show a greater desire for job change.[17] Young workers want "career" jobs with interesting work,[18] opportunity for advancement, and a chance to use their talents; whereas older workers tend to stress salary first.[19] Much of the unemployment among youth "reflects their search for more satisfying or secure jobs, as well as a high turnover rate as they move between jobs".[20] Voluntary turnovers do not reflect a lack of commitment, so much as the search for the most satisfying employment. Unwillingness to accept low wages does not lead to unemployment as such, but it leads to job changes. Employers, irritated by youth job-hopping, may well be exasperated by the loss of their most ambitious employees.

Youth do subscribe to the work ethic, but are not eager to train themselves for jobs lacking long-term prospects. Whether employers see youth aspirations as realistic or not, it is surely a "value judgment"[21] to expect youth to bear the burden of a slumping economy and scale down their aspirations accordingly. Unemployment itself has that effect. Unemployment insurance is not sufficiently attractive to encourage more than a small percentage of youth to remain idle. Punitive measures, such as reducing unemployment insurance benefits would be shifting the economic burden onto those already affected. It is unlikely that we will see major initiatives taken in job creation programs for youth so long as employers continue to stereotype youth as "spoiled brats" who refuse existing jobs.

1.6 LABOUR FORCE ENTRY

The point of entry into the labour force has profound consequences for the individual's work history. It has been suggested that "young workers who suffer long periods of unemployment, or who work at low level dead-end jobs, will be affected permanently by their experiences; unemployed young people today may carry poor work patterns into the future".[22]

A good first job tends to later stability in the work force.[23] Also, job turnover subsides as youth settle into the fields which most interest them.

However, the effectiveness of certain job search techniques has been subtlely changing in the recent past. In the mid 1970's, most youth found their job by submitting applications. In the 1980's successful job searches most often involve friends, relatives, and various personal connections.

Newspaper advertising and employment centres appear to be less useful. Perhaps employers will not advertise so widely if assured that an employee's relative will fill the vacancy. It may not be so important "what" you know as "who" you know.[24] "This difference may suggest a crucial distinction between the employed and the unemployed. Unemployed may lack the personal networks which lead to success in the job market".[25] Those who are unsuccessful are not necessarily unmotivated, but perhaps just cut off from any job network.

1.7 CANADA EMPLOYMENT CENTRES

The role of the Canada Employment Centre as a means of finding employment has been changing. Today, successful job searches more often involve personal contacts. Research shows that CEC's are generally ineffectual in finding jobs for unemployed workers. The centres are underutilized by employers and are rapidly becoming exchange centres for the low paying entry jobs of the secondary labour market".[26]

Toronto Board of Education research has shown that of secondary school students questioned, "only about one-fourth of the students suggested that they would go to Canada Manpower or the Canada Employment and Immigration Commission to find either a summer job or a full-time job".[27] The Social Planning Council's findings for Toronto concluded that among those interviewed who were successful job searchers, only 7.3% had used Manpower. In contrast, 37.4% of the unemployed youth surveyed mentioned going to Manpower.[28] It does indeed seem that, "unemployed youth relying on Canada Manpower tend to remain unemployed"![29] Even the Work for Tomorrow (Allmand) Report had to acknowledge the decline of the importance of CEC's as a basis for job search. Employers often use the centres only as a last resort or to recruit persons for low-skilled jobs. "Representatives of employers agreed that the centres offer very limited and unsatisfactory services to job seekers. This appears to be particularly so for those who face special difficulties such as young people, women, native people and the handicapped".[30]

1.8 YOUTH UNEMPLOYMENT

Although youth are less than 30 per cent of the Canadian work force, they comprise almost 50 per cent of the unemployed.[31] Indeed, many experts feel that the official figures are on the low side. The unemployment rate is incomplete because it does not reflect the extent of underemployment,[32] job insecurity, or threats to job security throughout the labour force. According to Statistics Canada, the 1980 figure for unemployed youth in Metropolitan Toronto was 37,000: an unemployment rate of 9.3%. For every ten employed youth, one was recorded as unemployed; but the number of discouraged youth who have stopped looking is unrecorded.

Peak youth unemployment rates currently occur in the winter months, a marked change from the 1960's when the peak came in mid-summer, with a second smaller rise in winter. The reversal began in 1971 and in the past few years, not only has there been no mid-summer peak, but summer youth unemployment has actually been lower than the average annual rate.[33] There are differences in the seasonality of unemployment among different sub-groups. For example, 15 and 16 year olds tend to experience the traditional summer peak, whilst 20 to 24 year olds have winter highs. This change in seasonality has not, however, appeared in adult unemployment patterns. As youth participation rates have risen evenly year round, we are witnessing the effects of an imbalance in the labour market. The number of winter jobs available is not increasing at a rate equal to the number of youth in the labour market. As for the decline of summer youth unemployment, government job creation programs may have helped absorb much of the oversupply of youth.

Year round, much of the total unemployment is attributable to a "hard core" of chronically unemployed youth.[34] A 1979 federal survey found that over 57 per cent of the total time spent unemployed accounted for less than 10 per cent of the respondents.[35] The unemployed tend to be those with low work ratios, primarily the less well-educated teenage youth. The youngest workers, (those who leave school early, and those from large families of low socio-economic status) have the hardest time holding a job.[36] "In particular, economically and/or socially disadvantaged youth, as well as those who also have personal or behavioural problems, will continue

to have employment problems. It is difficult to estimate the current numbers of such youth, let alone forecast the numbers in the future".[37]

Remedies for unemployment depend on the causes in each specific situation. "Youth unemployment cannot be attributed to a single cause, nor can it be expected to disappear either because of demographic change or economic growth".[38]

1.9 FUTURE PROBLEMS

"In each of the next five years, the youth labour force will continue to be larger than it has been in any year to date."[39] This growth comes at a time of labour force turmoil. A 1981 Ontario Manpower Commission study reported that almost one-third of the Ontario labour force is in a transitional state: workers are either changing jobs, thinking about it, or are unemployed.[40] Even educated youth cannot escape the unemployment syndrome completely. They can find jobs, but not always the ones they want.

Due to the fact that the annual rise in the number of high school graduates entering the work force has surpassed the growth of managerial, professional and technical occupations, the high school dropout is forced to compete with more educated youth for jobs not formerly requiring high qualifications. What results is a "qualifications spiral" wherein the educationally disadvantaged are trampled underfoot. As the baby-boom generation matures and enters the labour force, the problem of unemployment will remain due to their sheer numbers. All their lives they will be in fierce competition for work.

1.10 CRITICISMS OF EXISTING YOUTH PROGRAMS

Youth employment programs in Canada "represent a patchwork of seemingly uncoordinated efforts with very uneven evaluation components. Under a wide variety of federal and provincial auspices, and directed towards different goals and different groups within the youth population, they generally defy succinct description".[41] There are over 30 distinct programs typically identified by acronyms or initials; such as, LEAP, OCAP, OYEP, OYECC, Y.E.S., BJRT, CMTP, CMITP, WAT, etc. The majority can be classified into three types on the basis of intent and population served: in-school work experience, job search or career

selection, and placement or on-the-job training for youth temporarily or permanently out of school. Some of the available programs are more effective than others in reaching the disadvantaged youth. Often, entry requirements are so strict they impose barriers for participation. Employer subsidy programs do not guarantee youth a job once the money runs out. Basically, their principles are sound and their intentions good, but a little redirection could improve the service provided greatly.

Many of the programs implemented by the federal government have tended to focus on a short-term creation of productive employment and skilled workers. Many training and retraining projects have been aimed at occupations with poor future employment prospects. Similarly, little attention has been paid to the quality of the jobs thus created. The Allmand Report[42] concludes that despite the success of a few specific federal manpower programs, the majority of them have not worked as they were intended to. "Governments spend billions of dollars on education and training programs with little regard for the purpose and result. The federal government alone spends about $800 million a year on training yet the results are dismal".[43]

With the major increases in youth unemployment during the 1970's, both federal and provincial governments mounted a number of programs to attempt to alleviate the problem. In 1979 alone, the two levels spent over $100 million on youth projects. But, despite such expenditures, "the problem of youth unemployment remains and there is no clear evidence that it will be any less severe in the years immediately ahead".[44]

Youth programs have not been developed in a comprehensive or systematic way in order to solve the diversity of problems within the youth group. "This ad hoc approach and the multiplicity of programs that have resulted have served to create confusion for youth, the agencies serving them and the private sector which is being encouraged to hire them".[45] Further confusion results over areas of federal and provincial responsibility. The province sees programs for those already in the labour force as a federal responsibility. However, the Canada Employment and Immigration Commission does not necessarily see this as its only role. "In fact the federal government has traditionally operated many student employment

programs. In 1980, its only employment program aimed specifically at youth - the Summer Youth Employment Program is directed to students.[46]

Existing provincial policy does not allow for major program initiative towards those youth already out of the school system: the unemployed young workers. But it is precisely this group, with no access to school or college programs, who need help.

In the summer of 1980 in Ontario, "the federal and provincial governments will be spending a total of $93.7 million to create jobs specifically for students. This represents 91 per cent of the existing commitment by both governments to the youth client group for 1980".[47] "Overall, therefore, full-time students gained 87 per cent of all the jobs made available to Ontario youth and 89 per cent of the funds".[48] The Ontario government has begun to realize that a change of direction is needed. Summer job creation has eased the plight of students, but those unemployed youth who lack job networks need year round employment and training programs. Table I shows that youth programs are heavily biased towards the summer. In 1980-1 the Ontario Career Action Program (OCAP), was allotted only 12 per cent of the total youth employment funds, and only 8 per cent of the total positions made available.

TABLE I

Ontario Youth Employment Programs

Program	1977-8	1978-9	1979-80	1980-1	
Ontario Career Action Program	$7M. 4,350	$9.3M 5,750	$9.3M 6,000	$9.3M 6,000	Funds Jobs Created
Experience	$15M 11,400	$16M 13,500	$19.5M 13,600	$13.3M 10,000	
Ontario Youth Employment Program	$10M 21,500	$17.2M 30,000	$26M 40,000	$30M 50,000	
Regular Summer	$32.7M 9,668	$33.9M 10,150	$24.4M 9,800	$24.4M 8,800	
TOTALS	$64.7M 46,918	$76.9M 59,400	$79.2M 69,400	$77M 74,800	

Source: "A Strategy for Youth Employment in Ontario 1980-1985" Ontario Youth Secretariat and Ontario Manpower Commission

1.11 BUSINESS AND INDUSTRY

Despite a shortage of skilled workers, too many manufacturers are reluctant to undertake programs to train the skilled workers they need.[49] Business appears to be reluctant to invest in training unless a profit is assured.[50]

In the past, government tax incentives have not guaranteed permanent jobs for youth once the subsidy is withdrawn. Nor have they resulted in job training, nor provided evidence of successful job creation. One recommendation made by various people to induce employers to run on-the-job training programs is the establishment of a grant levy system.[51] Under this arrangement, employers pay a percentage of the payroll into a special fund. Training costs are reimbursed to those employers who operate a recognized apprenticeship training program, recognized retraining or upgrading. In this way, all employers would share equally in the costs and benefits of the system. Government would be responsible for the levying and allocation of funds.

Apprenticeship is a valuable and viable method of training skilled workers. However, the present apprenticeship system "remains subject to the whim of industry".[52] The present system does not provide openings for all those who want them. It does not provide sufficient resources, nor consistently prepare all trainees with the skills they need. And yet, too few Canadian companies are making use of apprenticeship as a way of increasing their stock of skilled workers.[53] For young workers, it is extremely difficult to find themselves an apprenticeship. In fact that is exactly what they must do: find an employer willing to take them on. This can often be discouraging. To compare an apprentice's job search with other professions: "Aspiring medical students do not have to produce names of hospital patients who are willing to be examined by them".[54]

A further difficulty in serving an apprenticeship, is the fact that standards differ across the country. Education is a provincial responsibility, which results in each province setting its own training standards and the federal government setting the national standards. Credits for courses taken and hours of work do not extend across provincial barriers. Inter-provincial restrictions to the free movement of skilled labour are counter-productive,

and not in the long-term interests of Canada.[55] There is a large cohort of unskilled young people who will still be here, and still be unemployed, in the future.

1.12 "THE BIG GENERATION"

A book which has an impact of stunning realization on those who have read it, and should have an effect on society, is "The Big Generation" by John Kettle.[56] This topic is the maturation of the children of the "baby boom" era, born between 1951 and 1966. And the point is their sheer numbers. Seven million Canadians, or one-third of the entire population, were born in that time period. "If three out of ten Canadians happened to be born in fifteen years, does that matter either to them or to those born before and after?"[57] The answer is most certainly, yes! The average number of births per annum for the rest of the 20th century is projected to be 275,000. But, the years 1951 to 1966 saw an average birth level of 450,000 each year. In his book, Kettle clearly states what politicians and bureaucrats, employers, educators, and many ordinary citizens have refused to acknowledge. The disastrous result of the baby boom is today's high number of unemployed, unskilled and disillusioned youth. With good reason, they have been labelled, "The Big Generation".

Inertia of Society

No one realized that between 1951 and 1966 a whole new generation was being born whose radical impact on every facet of society is just now being felt. The youngest are now in high school, the eldest in their late twenties. The Big Generation is by their very numbers doomed to frustration, shortages and unemployment. They are different: brought up on television, Dr. Spock, and as the first urban generation in Canadian history. And, 20 to 40 per cent of them are the children of broken homes.

"The Big Generation is the first generation in which suicide is the chief cause of death for young people living in cities."[58] Their tastes dominate our society whether we realize it or not: in movies, television, fast food, rock music and the drug scene. In the year 2025, they will still be the dominant single group in the country. Thus, The Generation has affected our whole way of life and will continue to do so in a chain reaction effect.[59]

It seems strange that people have found it hard to acknowledge the existence of The Big Generation as a living phenomenon. Various groups have been affected by its presence in different ways. For example, baby food manufacturers saw their market swell, and then slump. The school system was caught totally unprepared in the 1960's. The Unemployment Insurance Commission is aware of them now.

Our society is ruled by inertia. It takes a jolt to perceive the problem and decide what steps to take; and a long wait for any action. "Whenever The Big Generation has arrived, the people in charge have thrown up their hands in surprise and horror. At each step so far, The Generation has been inadequately or improperly or mistakenly treated; and all because it is so much larger a cohort than any age group before or any that was every anticipated."[60] One major problem is that there is only a relatively small group of youngsters following in the wake of The Big Generation. Even if people do realize what is happening, there are few prepared to do anything about it. Why should they build larger schools, colleges and sports facilities now, when the buildings will be half empty in a very few years?

Education

Another unique feature of The Big Generation is its education attainment. They were indoctrinated with the virtues and advantages of a university education. The tendency for more young people to go on to post-secondary studies occurred at the very time the potential student population was inflated by the baby boom. This has been in part responsible for another new phenomenon - labour market difficulties among post-secondary graduates.[61] Those who dropped out of school are finding employment opportunities even more difficult in the competitive job market of the '80's.

A liberal education encouraged The Big Generation to allow their imaginations and talents a free reign. One great difference between the youth of today and their predecessors in the work force is that they want to be the ones who give the orders, not take them. "Probably no other quality of The Big Generation has caused more friction".[62] They are not selfish, so much as self-aware. This is the "me" Generation. They have been indulged, educated, allowed boundless freedom, and promised the

earth. Within this, they have thought for themselves and of themselves. It is false to say that youth do not care. It is simply that their values are different. Interestingly, it has been predicted that 1/3 to 1/2 of The Big Generation will never have children of their own.

Expectations

The Generation arrived at a time of unparalleled optimism. They were fed on the happiness, prosperity and confidence of the 1950's and 60's. But one by one, those unquestioned beliefs instilled during childhood and school days, are proving to be bitterly wrong. Is experience in college and on the job market fulfilling their conviction that it is impossible to fail? Are employers treating their willingness to try as a valuable commodity in the work place? Now that they have grown up, are they still being urged to enjoy their freedom and autonomy? Are they treated as equals? The answer to all of these questions is NO. Consequently, it is becoming increasingly common to hear members of The Generation crying out that they have been misled, betrayed, robbed, cheated and deprived. The members of The Big Generation are now a major factor in crime, and many see suicide or revolt as a way out.[63] An unemployed youth cannot find the life style which was anticipated.

Jobs

Despite their high education, the "baby boomers" are relatively unskilled. Thousands of youth in the labour force lack the skills which will be most in demand in the years immediately ahead. For almost a decade, the most pressing question for those leaving the school system has been: "Will I find a job?" There are not enough new jobs, and too many applicants. Post-secondary graduates will not find enough of the positions traditionally reserved for them, and will displace those with only high school diplomas. And yet security and a good salary is not enough for the youth of today. They need to feel that their work is satisfying, and worthwhile in itself. Dead-end jobs have no appeal for The Big Generation.

The loosening of Unemployment Insurance Regulations in 1971 aggravated the youth unemployment situation at a time when the first new young workers were flooding onto the job market. It made available a new way of life, that of short runs at a job sandwiched between sojourns on U.I.C. This

move also had the effect of enticing thousands of youngsters out of school and college into the labour force. Those who were already at work had an incentive to leave unsatisfactory jobs. "It was seven years before Ottawa started to correct the mistake".[64]

Some job-hopping is related to age. It is natural for youth to experiment, even in the job market, until they settle into something they enjoy. Many jobs simply do not meet the standards The Generation have set for themselves. Also, today's youth do not want to work until they drop. The "me" attitude needs only to work enough to keep body and soul together. There is more to life than your working hours. And yet working is what they will be doing for a large part of their adult lives. This will also be The Generation which makes the transition between a woman's traditional place in the home, and her role in the work force. It is potential waste of a generation if they are not trained to make their contribution to the economy. One thing common to all unemployed youth is low esteem. They feel humiliated, ashamed and angry.

Political Impact

The first federal election The Big Generation voted in was 1972, after the voting age was lowered to 18. But by 1983, they will almost all be eligible to vote, and will amount to 40 per cent of the electorate. In a little over a decade, seven million new voters have emerged. Dr. Saul Levine of the University of Toronto has studied the social psychological effects of unemployment on youth. He is quoted as saying, "Canada, with a 14.5 per cent unemployment rate for 15 to 24 year olds last year--the highest in a decade and up from 10.4 per cent in 1970--is sowing the seeds of social unrest that could result in youthful anarchy".[65] From The Generation's point of view, employment is the chief political issue. So far, politicians have taken little interest in it, considering its size and potential for damage. By 1983, they will be a larger bloc within the electorate than all males or females older; larger than the entire Ontario electorate. It is always assumed that people become more conservative as they grow older. But, this is not necessarily so.....

Are There Solutions?

Will there be enough jobs for The Big Generation? If the economy improves and the demand for goods and services grows, there will be more jobs. But, if the labour force continues to grow, and worker efficiency increases, then there will be more unemployment. It is perhaps unrealistic to look to the government to create the jobs The Big Generation will need. The present shortages took years to develop, and will take years to cure. Apprenticeship programs are a very effective method to train skilled workers, but this method falls far short of supplying Canada's needs. Historically, it has been too easy to rely on imported skills. And if few of today's youth want to be apprentices, that failure can be traced back to the attitude of the schools in the education "revolution", which pushed hard for a more academic curriculum and gave little support to youngsters who might have been more drawn to vocational skills training. Once Canada has been jolted into realizing that there is a problem, then perhaps we may see some efforts to provide The Big Generation with all the things their parents and the system promised them.

FOOTNOTES

CHAPTER 1

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CHAPTER 2

YOUTH AND HOW THEY FEEL ABOUT THEIR SITUATION

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2.1 YOUTH LABOUR FORCE

The Youth Labour Force in Ontario almost doubled from 606,000 in 1966 to 1,121,000 in 1979. Youth resident in the Census Metro Area numbered 384,000 and Statistics Canada reports that 35,000 of them were registered unemployed. Information provided by CEIC showing the location in Metro Toronto of registered unemployed youth from December 1979 to March 1981 is shown in Volume IV Appendix E.

This does not take into consideration the catchment of youth who are not accounted for by the system. The "hidden employed" include those who:

- are not registered at Canada Employment Centres to look for a job or receive unemployment insurance benefits;
- are not registered for income maintenance such as general welfare assistance or family benefits assistance;
- are not in school;
- are not looking for work; and
- are not in the country legally.

Estimates of the number of hidden unemployed in Metropolitan Toronto vary. It is extremely difficult to obtain any concrete youth unemployment data for Metro apart from some employment figures for the Census Metro Area compiled by Statistics Canada.

TABLE II

YOUTH AGE 15 - 24

CENSUS METRO AREA

	1980	1979
Population	556,000	544,000
Labour Force Total	393,000	384,000
Employed	356,000	349,000
UNEMPLOYED	37,000	35,000
Not in Labour Force	163,000	160,000
Participation Rate	70.7	70.6
UNEMPLOYMENT RATE	9.3	9.2
Employment Population Ratio	64.1	64.1

Source: Statistics Canada

The actual number of unemployed youth in Metro is more realistically around 50,000 in 1980. No data at all is available for the area municipalities. Such information would be extremely useful, particularly in the light of changing demographics in the Toronto area. As the Toronto Star reported on November 15, 1981 "the suburbs have inherited all the problems normally associated with the inner city - poverty, unemployment, racial tension, drug and alcohol abuse and juvenile crime."

There is also evidence that Metro Toronto is a destination for at least two special groups of job seekers. The first is comprised of those who come to Toronto because they believe their prospects will be better here. Despite the fact the school population has begun to decline, there are significant increases in the youth population during the last decade.

TABLE III

MIGRANT DATA

METROPOLITAN TORONTO

AGE	1970	AGE	1975	AGE	1975	AGE	1980
16	33,178	21	37,221	16	35,783	21	40,568
17	30,365	22	36,456	17	34,750	22	39,964
18	29,178	23	37,959	18	34,699	23	38,598
19	27,899	24	36,253	19	35,254	24	39,415
20	30,307	25	38,578	20	36,250	25	38,153

Source: Metropolitan Toronto Planning Research Department, October 1981.

Immigrants are another special group which make Metro Toronto their most frequent destination. About 40 per cent of the immigrants to Canada settle in Metro. They have special needs and problems which must be met before they can participate effectively in the labour force.

Projections indicate the rate of growth of the youth labour force will now begin to decline. Until 1985, however, the number of youth in the labour force each year will still be greater than in any year to date. If we accept the premise that the unemployed segment of the youth labour force is under-educated and without skills for even many entry level positions, then the future for this group is bleak. They are the only available human resource from which the labour market can draw raw material to maintain the required level of production. We are moving into an era when high-tech production is a priority and the skills training and educational upgrading of youth in the labour force is paramount. Youth feel they need to be given a chance to participate in the work force and reap the economic and skill benefits that is their due.

There is an additional concern for the Metro youth labour force because of the competition for entry level jobs. As more females enter the marketplace they are likely to obtain the jobs traditionally reserved for youth. Females will also affect the male labour force as they aspire to non-traditional jobs. There is little evidence so far that participation of women has made an impact on apprenticeship. We interviewed 71 youth enrolled in apprenticeship programs and only two were women. But this situation will change.

Women are categorized by government as "disadvantaged" and they will benefit from special programs in order to compete equally with their male peers. Without considerable improvement in the national economy and changes in federal training priorities recently announced youth unemployment rates are unlikely to be reduced.

Although the Metro rates for youth unemployment are below the national average, there are many problems associated with fulfilling the educational and training requirements of a culturally-diverse youth population whose desire is to survive in a changing and unstable labour market.

2.2. CHANGING LABOUR MARKET NEEDS AND EMPLOYMENT OPPORTUNITIES

Audrey Swail, Director of the Occupations Division of the Women's Bureau at The Ontario Ministry of Labour, says:
"The majority of jobs available for people with limited skills are either low-paid jobs obtained through Manpower, or highly skilled jobs for which there are not enough trained workers".

The "natural selection" process screens out many youth who might be able to add a positive dimension to the labour force if given the opportunity. Our findings show that practices such as the following impede unemployed youth from joining the mainstream of society:

- Apprentices are generally selected from the shop floor;

- Youth Employment Service usually takes clients from institutional referral agencies, which means its service is not readily available to hard-core unemployed youth.

- Ontario Career Action Program (OCAP) in its search for participants does not reach out to many culturally-diverse community groups or agencies.

- Community colleges, the delivery mechanism for many training programs, have full rosters and youth with the fewest skills may not be able to enroll in programs.

- High-tech priorities overlook the employment needs of low-level skilled workers.

- Job preparation in schools comes too late to assist school leavers to ease into the work force.

2.3 THE SOCIAL COST

It is common knowledge that high unemployment leads to social unrest.

History shows that in poor economic times scapegoats emerge to soothe the frustrations of many. The economic riots of July 1981 by youth in Britain serve to illustrate the point! Unlike Britain, Metropolitan Toronto has not yet experienced that kind of social outburst. But we believe there is potential here for feelings to erupt if action is not taken to ensure that our youth are given the chance to function effectively in this high-tech world.

Some of the unemployed youth interviewed for this Study have completely withdrawn from the mainstream of society. They live and socialize almost exclusively among their peers. They hang out together and their common denominator is that they dropped out of school, either because they hated it and left or because they were kicked out. They tell several recurring stories of their frustrations with the system: an inability to cope with the

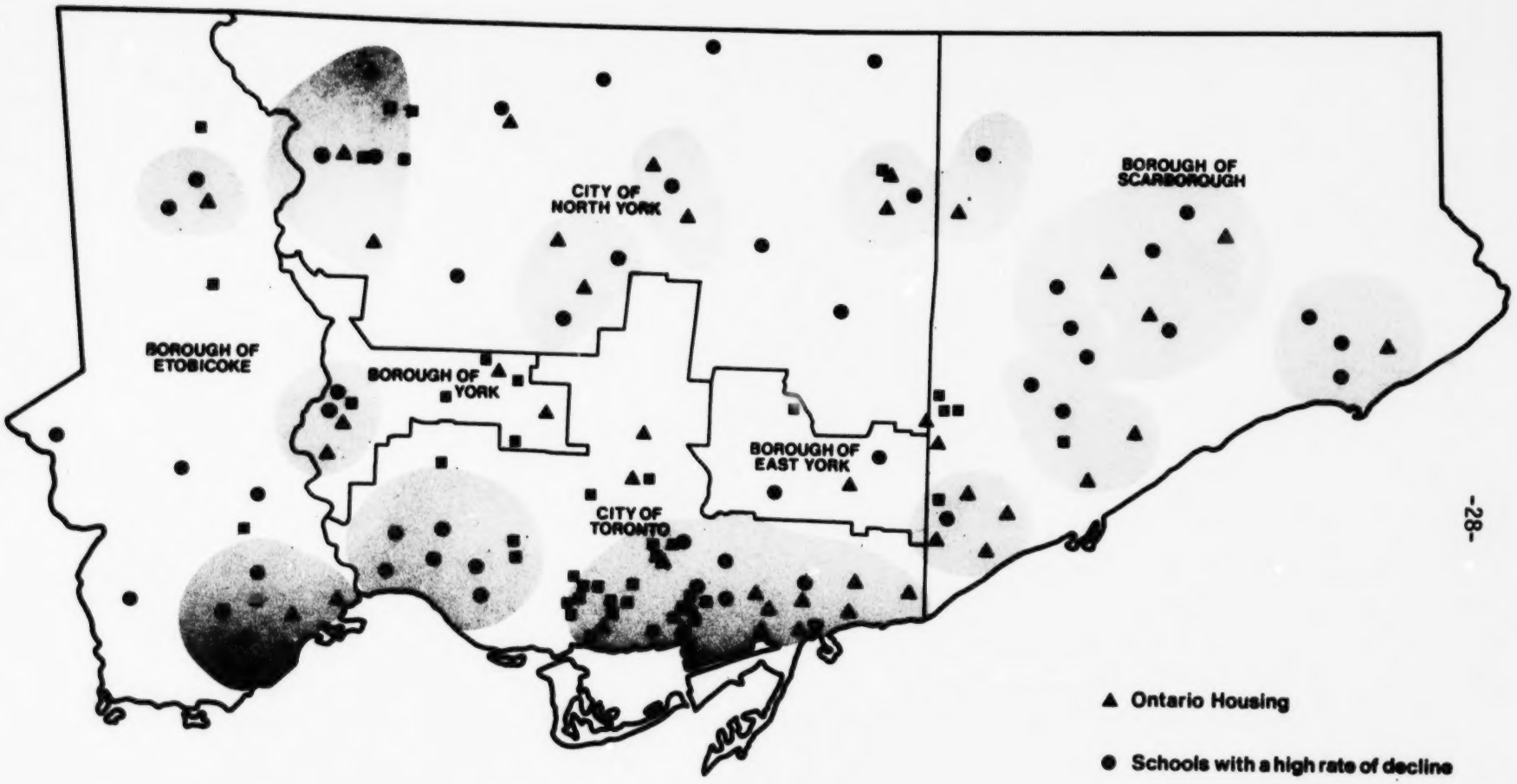
CITY OF NORTH YORK
BOROUGH OF SCARBOROUGH
BOROUGH OF ETOBICOKE
BOROUGH OF YORK
BOROUGH OF EAST YORK
CITY OF TORONTO
▲ Ontario Housing
● Schools with a high rate of decline
■ Community Services for Youth

EXHIBIT A

UNEMPLOYMENT – HIGH RISK AREAS IN METROPOLITAN TORONTO

educational environment, the unwillingness of the business sector to offer them jobs and give them a chance, and Manpower's failure to recognize their special needs. The majority of the unemployed youth interviewed had not completed their school programs or had graduated from modified level programs in secondary schools. They came from a single parent family of low socio-economic status, and many live in subsidized housing. Yet they wanted to work. Some 35 per cent said they would accept any job that pays well and 61 per cent said they would accept a job that required skills training. But others were not satisfied with their work experience and 38 per cent, explaining why they left their last jobs, said they either did not like what they had done or the pay was too low. High risk areas in Metro are shown as Exhibit A.

Some people in the communities where the youth were interviewed expressed fears that youth had a propensity for violence - these fears fuelled questions about the sources of the youth's incomes. The youth themselves openly admitted being unemployed. They do not collect nor qualify for unemployment insurance, welfare nor receive parental assistance; and yet they seem to have money to buy what they want. Information regarding their income is a secret shared only among themselves.

2.4 YOUTH AND THE LAW

One of the most covert barriers to employment which receives little attention is the impact of a youth's criminal record. Some believe employment problems for youth will disappear as they become adults. The same people believe that maturity will gradually erase criminal tendencies and give way to a sense of responsibility and direction. The pessimists are convinced that the chance of youth becoming adults at all is remote given the growing number of sophisticated weapons, drug abuse, murder and robbery. They believe that youth will be killed on the streets or be imprisoned and therefore scarred for life.[1]

The Metro youth we interviewed who have been in trouble with the law are very apprehensive about their future. Several said employers refused to

hire them because of their police records and appearance. But employers are in a difficult position when asked to hire on trust an applicant with a dubious background. This moved some youth to express hopelessness at their situation:

> "Boy, you name any youth employment agency and I will tell you what it's like; I have gone through them all. I have begged employers but no luck. I have a bad police record. I am not a bad person you know. I wish someone could tell employers about the good side, the working side of me and forget about the damn police record. I have given up looking for jobs because I know they won't give me one."

Nevertheless youth crime is increasing in Metro Toronto. Youth offenders between the ages of 16 and 24 can be indicted on federal criminal charges ranging from attempted murder, manslaughter and rape to robbery, break-and-enter, drugs and theft. Data obtained from the Metropolitan Toronto Police showed that in 1978, 41,700 charges were laid against youth and by 1980 charges had increased to 44,000 (37,900 male and 6,100 female). There are no figures to indicate the number of individuals charged since multiple charges can be laid against a single offender.

Youth crime not only inhibits youth from getting employment but it is also a potential threat to public safety, especially in areas such as public housing complexes. Most of those interviewed, who explained fear for their future because of a police record, were actually found in OHC complexes. Many of them deliberately shunned shopping malls and public places and stayed at home to avoid any questioning by police. This prompted some adults to show concern that crime and violence might shift to their residential environment.

Meetings with some mothers revealed a different concern. These mothers said as long as school grounds remain centres of marijuana smoking and other drug trading, and teachers fail to counsel and discipline youth, there will always be school dropouts who will cause trouble.

The Toronto Star reported that the new Ontario Trespass Act is being used to deter visible minorities and youth from hanging around shopping malls,

plazas and Metro housing developments. Some community leaders believe this is too hard on youth who need the chance to socialize if there are inadequate recreation facilities. But the business sector believes the presence of youth in plazas will hurt business. As a result, the police are frequently called to remove youth from the premises and lay charges. This Act is another strike against youth gaining credibility with the business community.

2.5 RESULTS OF THE SURVEY

Metropolitan Toronto is like a 20th century Greece composed of six adjacent city states. However, each is different in terms of size, availability of youth employment services, and with local priorities in education, recreation, community structure and economic development. Although our survey sample is only a fraction of thousands of youth in Metro, nevertheless our results clearly show the plight and aspirations of youth in our city. Our results also confirm the findings of previous local, national and international studies on youth unemployment. Given the constraints of time and financial resources, we were still able to interview 530 youth age 15-24 between August 15 and September 15, 1981.

Objectives of the Youth Survey

The objectives of the survey were:

- To assess the plight of unemployed youth in Metropolitan Toronto.
- To determine the extent to which the programs and services available to assist youth to enter the work force were known to youth and were actually meeting their needs.
- To see if they felt they were prepared for the labour market by the education system, both from an academic and career counselling point of view.

Three questionnaires were developed to fulfill the objectives. The three categories were:

1. Unemployed Youth Survey
2. Employed Youth Survey
3. Training Programs and Services Survey.

The number of youth interviewed in each borough were not determined on a percentage basis. They were arbitrarily selected and approximately reflect the population in each area municipality with some extra weighting in East York and York to produce a codeable sample.

Questionnaire Design

There was no predetermination of numbers of males and females to be interviewed in each age group: nor was the sample structured ethnically. However, because of the concerns that exist regarding the employment situation for visible minority youth comparisons were run on some questions between white youth and black youth.

The three groups surveyed were:

Unemployed Youth	280
Employed Youth	100
Training Programs Youth	150
Total	530

The number of unemployed youth to be interviewed from each municipality was decided before the outreach to seek youth to interview:

East York	16
Etobicoke	48
North York	60
Scarborough	63
Toronto	73
York	20
TOTAL	280

Care was taken to ensure that the survey language used was simple, comprehensible and sensitive to the fact that some youth might have limited education and others have limited knowledge of English. This concern was crucial for the unemployed youth questionnaire. The initial

instruments were reviewed by a resource team of four people who had a wide range of social science, research and professional consulting backgrounds. The instruments were pre-tested on a sampling of 25 unemployed, 10 employed and 15 youth in training programs. At the end of each test interview the subject was asked his opinion of the interview.

Orientation

The researchers were coached and familiarized with the question-and-answer interview technique. There were no telephone interviews, group interviews or interviews by mail allowed.

Location of Youth

Planned outreach was needed to determine the whereabouts of hard core unemployed youth. We assumed three types of unemployed youth in Metro:

a) System-dependent job seekers: those who are eager to find jobs and take advantage of Canada Employment Centres and newspaper ads. They contact employers directly and have networks of parents and friends.

b) Independent job seekers: those who have declared Canada Employment Centres a no go place, are quite mobile in the way they search for jobs and try to establish networks with friends, parents or anybody who will help them.

c) Anti-establishment: those who have given up job hunting and are found in certain parts of high-density apartment areas, woods and parking lots. They are rarely seen in public places like plazas or malls. They hate the police, school and any form of authority.

The outreach team spent several days in the field in locations they felt would yield the type of youth described above. They were successful in their quest. The system-dependent youth were interviewed at various Canada Employment Centres (Manpower), Metro Social Services offices and Youth Employment Service offices. The independent job seekers were interviewed in malls, plazas, on the street and outside industrial plants. The hopeless ones or the anti-establishment group were contacted and

interviewed where they hang out. Some of them appeared very depressed and alienated. Most of the interviews were conducted during the daytime, although a few were done in the evening when some of the more withdrawn come out to socialize. We found a cross-section of youth in all six area municipalities of Metro Toronto.

Employed youth and those in training programs were interviewed in their working environment with permission of their employers or managers. In some cases, researchers made appointments with employers so as not to disrupt the workplace and to ensure the presence of trainees in the 15 to 24 age category.

Youth in the training programs, apprenticeship or on-the-job training in industry were working as hair stylists, auto or motorcycle mechanics, construction workers, factory workers, in the automobile industry, or service industry or for Canadian National Railways. Employed youth were working in factories, the food service industry, construction, service industries, or government and municipal civil services.

2.6 UNEMPLOYED YOUTH SURVEY

Composition of Sample

280 unemployed youth participated in this survey. Of this number, 72 per cent or 201 were males, and 28 per cent or 79 were female.

TABLE IV

Composition of Sample by Age and Sex

N = 280

Age	%M	%F	%Total
15 - 18	24	11	35
19 - 21	32	10	42
22 - 24	16	7	23
TOTAL %	72	28	100

The large number of males in the sample may be due to the fact that most females seldom hang out in public places unless accompanied by friends. As well, unemployed females may be less inclined to give out information about their personal life than their male counterparts. Therefore, while males participated in the survey, unemployed females might have also been present in the vicinity but either refused to be interviewed or disqualified themselves to avoid participation in the survey.

TABLE V

Distribution of Ethnicity By Borough

N = 280

Borough	W	B	E/I	Other	Total
East York	16				16
Etobicoke	38	8	2		48
North York	25	34	1		60
Scarborough	56	5	2		63
Toronto	58	7	1	7	73
York	17	2	1		20
Total	210	56	7	7	280
	75%	20%	5%		100%

Key:

W - White

B - Black

E/I - East Indian

Other - Chinese or other visible minority

Although the distribution in Table V is by municipality and ethnicity, the data do not reflect the actual racial ratios within the youth populations. However, there is an over-representation of the total visible minority population in relation to the total population. We believe this approach is justified, in view of the number of community concerns regarding employment opportunities for visible minority youth.

Education

TABLE VI

Academic Achievement by Age

N = 280

Age	% Grade 9 or less	% Grade 10 or above	Total %
15-18	18	17	35
19-21	11	31	42
22-24	4	19	23
Total	33%	67%	100%

33 per cent of the unemployed youth who were interviewed achieved Grade 9 or less. 52 per cent of that group were between the ages of 15 and 18; 35 per cent were between 19 and 21 and 13 per cent were between 22 and 24 respectively.

In contrast, 67 per cent of the unemployed youth interviewed achieved Grade 10 or above. Of that group, 27 per cent were between 15 and 18 years of age; 45 per cent were between the ages of 19 and 21 and 28 per cent were between 22 and 24.

Type of School Last Attended

The reorganization of the school system across Metro identifies programs as basic level, modified, general, advanced and enriched. It is highly probable that most of the youth interviewed took basic, modified or general level programs because the interview sites were located near those types of secondary schools.

75 per cent or 211 of the youth interviewed said they last attended a secondary school; 14 per cent or 39 had attended vocational school; 7 per cent or 19 had attended elementary school. Only 3 per cent had attended community college.

Time Out of School

Employers express reluctance to employ a youth who has been out of school for a long period of time and also has a record of unstable employment. 105 of the unemployed youth surveyed had been out of school for more than 24 months; 90 had been out of school for 12 to 24 months; 81 had been out of school for only six months.

Reason for Leaving School

The Metro secondary schools are experiencing a decline in enrolment because of both a declining birth rate and youth dropping out. The latter reason seems to be influenced by three factors: the type of school, the socio-economic climate of the area from which the school draws its population, and parental knowledge of and participation in the Metro school system. Table VII shows the distribution of our sample by Reasons for Leaving School and Borough.

TABLE VII

Distribution of Sample by
Reason for Leaving School and Borough
N = 280

Reason	E.York (16)	Etob. (48)	N.York (60)	Scarb. (63)	Tor. (73)	York (20)	% Total (280)
Dropout	56%	41%	18%	40%	29%	55%	25%
Kicked out	25%	8%	37%	30%	21%	10%	24%
Graduation	13%	31%	25%	21%	19%	25%	23%

Note: Only the three most important reasons are shown.

59 per cent of those interviewed left school because they dropped out or were kicked out. Only 23 per cent of the unemployed sample graduated. 13 per cent left school because they had jobs (interviewed mostly in the City of Toronto). One per cent left school to get married and five per cent left school to help parents financially.

It is obvious that the school system failed to meet the needs of almost two-thirds of those interviewed. Yet we must ask if the blame for dropping out and expulsions from school rests with youth or the system? Some of the personal testimonies made by both youth who participated in the survey and some concerned parents reveal their discontent with the school system and with themselves. The outside stresses to which our young people fall victim ultimately affect their ability to cope with life.

Youth A

> "I was in a vocational school where drugs were readily available. Kids from rich families passed around drugs. I lived under constant fear because my mother wouldn't accept the idea of drugs. I worked hard in school in order to be transferred to a better school, but my mathematics was weak. I asked for help from some of the teachers, but I was turned off. I finally told my mother that I couldn't take it anymore and so I dropped out of school. I can't even tell what grade I was in. I didn't know what I was going to do in the future until my mother suggested BJRT (Basic Job Readiness Training) at Humber College. At Humber College they treat us like human beings. I have gained confidence in myself. I know that I will soon be training as a postal clerk in one of the community colleges."

Youth A was the only one we spoke to at length whose experience had a positive outcome. Most returned to a sanctuary of drugs like Youth B who vowed that he would never go back to school.

Youth B

> "I guess you want to know the truth. O.K., I was kicked out of school because of fights with teachers and other kids. I was

> frustrated; I didn't know what I was doing in school. Teachers didn't care about students. I wanted to know why I was there but nobody could tell me. I decided to pick fights with teachers and other kids, in order to draw their attention; you know what I mean. There is no way I can go back to school. I hate the sight of teachers. Do you understand? Now I hustle day and night, and make money that way."

Frustration due to lack of motivation, insecurity about the future and a lack of direction were common causes of dropping out among the unemployed youth interviewed. They said taking drugs, fights, prostitution and destruction of school property were outlets for their frustration and alienation from the school system.

However, grievances against the school system are shared by some parents. A group of mothers volunteered to express their concern about the future of their children.

> "Kids from good homes are running away from school for fear of drugs. Those who stay until graduation aren't better off either. They can't read or write; they have no life skills. I want to know what use these kids will be to this country?"

Not all parents understand the education system. Those from Europe and the visible minorities pleaded ignorance of the system. They did not feel comfortable around the school. Many parents said they did not know of their child's academic problems until after he or she was kicked out, had dropped out or was in trouble with the police.

Career Preparation

We asked the participants if they had any form of career counselling before leaving school and 61 per cent of those interviewed said they did not have any form of career counselling.

We further asked the youth if they had any job preparation in school. Fifty-seven per cent of those interviewed did not get any job preparation or career counselling in school, 28 per cent said they had some and 15 per

cent reported they had received some advice on how to dress for an interview or fill out an application form.

Ministry of Education curriculum guidelines recommend job preparation and career counselling in school, and our discussions with guidance teachers informed us that it is available to students. But we must conclude that this support is available too late for those who leave school without completing their program.

Work Experience

We previously stated that employers hesitate to hire a youth whose record of employment is unstable or who has no work experience. We asked the unemployed youth sample if they had worked since they left school. Six per cent of those interviewed had never worked while coincidently six per cent said they were not looking for work at the present time.

Table VIII shows the distribution of the sample by reasons for leaving their last job and education.

TABLE VIII

Distribution of Sample by
Reasons for Leaving Last Job and Education

N = 280

Reason for Leaving Last Job	% Grade 9 or less	% Grade 10 or above	% Total
Low Pay (Quit)	28	72	100
Better Job	11	89	100
Lay Off	25	75	100
Fired	34	66	100
Moved	59	41	100
Did Not Like	35	65	100
Never Worked	41	59	100

We concluded that youth are more likely to quit a low paying job for better jobs if they have a higher education. They will also quit a job they do not

like if they are better educated. Lay-offs and firings occurred in the same ratio as the educational achievement of the sample as shown in Table VI.

Type of Job Aspired to by Youth

TABLE IX

Distribution of Type of Job Aspired to by All Youth

N = 280 (100%)

Type of Job	% Respondents
Anything that pays well	35
Labourer	16
Factory Worker	10
Sales Clerk	9
Construction	7
Office Clerk	6
Typist	5
Driver	6
Don't Know What I Want To Do	6
	100

When the unemployed youth were asked what type of jobs they were looking for, the largest percentage (35 per cent) said they wanted anything that would pay well. As well, 26 per cent selected labour or factory work. The remainder were almost evenly distributed among the other job categories as shown in Table IX. These job choices did not match their salary expectations since many of them did not seem to know the weekly worth of the jobs they aspired to. The yardstick to measure their salary expectations was mostly age. The older they were the more money they wanted.

A striking comparison in the area of jobs aspired to by youth showed up between black and white youth. Blacks seemed more discouraged than whites, in that half of the 56 blacks interviewed wanted any type of job that would pay them well. Furthermore, blacks opted for lower status jobs in the questionnaire and did not select sales clerk, office clerk or typist categories.

Reasons Not Hired

The whole issue of youth unemployment is generally centred around the question of why youth cannot find jobs and why employers are reluctant to hire them. While employers tend to demand experience and skills, many youth are looking for any job that can pay well that does not require experience or skills. When asked, the unemployed youth cited "lack of experience", "poor skills" or "just not hiring" as the reasons used by employers to reject their applications.

Youth's Frustration with the Job Market

Although youth lack job experience, skills and education 61 per cent of those interviewed were willing to accept any job that requires skill training and 37 per cent were willing to train as apprentices if given the opportunity. Only one per cent said they would take academic upgrading as a condition of accepting a job. There was general unwillingness to go back to school for more education. This was summed up by one youth:

> "Listen Man! I am not a work dropout. Employers are judging me on the basis of my school record which has nothing to do with work. They tell me I should have got my Grade 12 or 13, but Grade 12 or 13 ain't work experience. The school system punished me and the employers are also punishing me. I hate welfare; I don't qualify for unemployment insurance; I don't want to steal or push drugs. I am willing to train in anything for money, but I don't want to go back to school."

In addition to the remarks made by this youth, his companions posed questions that have yet to be answered.

> "I agree with employers that I don't have work experience, but how can I get experience if nobody wants to give me a job?"

> "I am physically healthy, strong and young, why can't I get a job in construction? Can anyone tell

> me what education those guys in construction have? Those guys can't read or write."

Many told us they were really angry with a system which failed them and they are using their bitterness as an excuse for dealing in drugs, pimping and finding other unscrupulous ways of earning a living.

Job Search Methods

Unemployed youth were asked if they used Canada Employment Centres as a means of finding jobs. The question went further to ask if those who used the CEC found the service useful. Those youth who did not use the CEC were asked for their reasons.

We also asked what other methods the youth used to find jobs. 36 per cent used the CEC and found it useful; 30 per cent said they did not find it useful. Of those interviewed 30 per cent did not go to the CEC at all. Only 1/3 of those interviewed said they received any benefit from Canada Employment Centres.

As an alternative to the CEC 38 per cent of the youth interviewed used a direct approach to employers as a source of finding jobs while 29 per cent utilized parents or friends; and 28 per cent of them said they used newspapers and 6 per cent depended on radio, television and billboards.

We recorded the following criticisms by youth who did not find the centres useful.

- Manpower lacks individual counselling;
- Too slow in processing information;
- Makes too many referrals for one job;
- Does not usually give enough information about training facilities;
- Only low paying jobs are posted on the boards.

Knowledge and Use of Youth Employment Service (Y.E.S.)

Youth Employment Service or Y.E.S. (a counselling service of the YMCA) is a major youth employment service in Metropolitan Toronto. Its goal is to assist hard-to-serve youth age 15 to 24 to enter the work force. (It is

discussed in Volume III, Section 3.4) On asking youth if they knew about Y.E.S. and had used it, we were disappointed to learn that 76 per cent of those youth interviewed had not heard of Y.E.S. Only 9 per cent said they used Y.E.S., although Y.E.S. offices are located in North York (Jane/Finch), Scarborough (Eglinton East and Markham Rd.) and in Toronto (Maude Street). Among those youth who said they used Y.E.S. there were some from Etobicoke, York, Toronto, North York and Scarborough.

Knowledge of Community Organizations Which Serve Youth

One would expect that youth would be familiar with any community organizations actively involved in providing youth programs.

Only eight per cent of the unemployed youth interviewed knew of such organizations. Those named by these respondents were Y.E.S., the John Howard Society and Caribbean Outreach.

The lack of awareness by youth about the presence of such organizations indicates poor publicity, marketing and inadequate outreach programs by community organizations. Our Inventory of Programs and Services (Volume IV, Appendix F) provides a picture of community organizations, programs and services available to serve youth in our city.

2.7 EMPLOYED YOUTH SURVEY

The results of the survey of unemployed youth indicated that a majority of those interviewed were not interested in more academic schooling. Although their paramount interest was finding a job they said they would accept a job that involved skill training or apprenticeship.

The survey of 100 employed youth examines how youth break into the labour market, what type of job they get and how they feel about their job and their working environment.

Composition of the Sample

100 employed youth were interviewed. Of this number, 78 were male and 22 were female.

TABLE X

Composition of Sample by Age and Sex

N = 100

Age	M	F	Total
15 - 18	27	7	34
19 - 21	37	9	46
22 - 24	14	6	20
TOTAL %	78	22	100

Education

Table XI shows the distribution of education level achieved by age:

TABLE XI

Academic Achievement

N = 100

Age	% Grade 9 or less	% Grade 10 or above	% Total
15 - 18	7	27	34
19 - 21	3	43	46
22 - 24	4	16	20
TOTAL %	14	86	100

86 per cent of this sample achieved Grade 10 or higher while 14 per cent achieved Grade 9 or less. This is the reverse of the findings for unemployed youth. Since 86 per cent of those employed had higher academic achievement we concluded that employers tend to prefer to hire the most educated applicants first.

Ethnicity and Education

We looked at the educational levels attained by the ethnic groups which constituted the sample.

Table XII illustrates the distribution of ethnicity by education level achieved.

TABLE XII

Distribution of Sample by Ethnicity and Education

N = 100

Ethnicity	Grade 9 or less	Grade 10 or above	Total
White	13	68	81
Black	1	13	14
Others	-	5	5
TOTAL %	14	86	100

The visible minority persons interviewed were proportionately better educated than their white counterparts. This is consistent with the premise that higher education is a stepping stone to getting a job.

Of the 86 employed youth who had achieved Grade 10 or better, 92 per cent had attended or graduated from secondary school, significantly more than the unemployed youth sample.

Type of Job by Education

To assess the educational level requirements of the labour market, we cross tabulated the results in order to match the individual educational level with the job presently held.

Table XIII illustrates the educational level held by youth in each job category.

TABLE XIII

Distribution of Jobs by Education

N = 100

Job Categories	Grade 9 or less	Grade 10 or above	Community College	Total %
Factory	0	15	2	17
Food Services	2	16	0	18
Construction	0	8	0	8
Labourer	4	18	1	23
Other	8	20	6	34
TOTAL %	14	77	9	100

Our results show that 34 per cent of those interviewed (shown as Other in Table XIII) held typing, clerical, or secretarial jobs or were telephone operators. Of that group, 20 or 59 per cent of them had achieved at least Grade 10 . Of the rest, the majority had all completed Grade 10 or better.

TABLE XIV

Comparison of Jobs by Ethnicity

N = 100

	White	Non-White	Total
Factory	13	4	17
Food Services	13	5	18
Construction	7	1	8
Labourer	17	6	23
Other	31	3	34
	81	19	100

Construction rated high as a target job for blacks in the Unemployed Youth Survey. Our results in this section show they may have a hard time getting into this industry.

Education Needed for the Job

We asked the employed youth what they perceived to be educational qualifications needed for the jobs they held. The majority of those interviewed felt they were underemployed and not utilising their education to the full. 51 per cent said their jobs needed Grade 9 or less; yet only 14 per cent had Grade 9 or less. The four people who said their jobs required a community college education were all involved at the management level. Although they felt underemployed, they said they liked their working environment. They all felt their co-workers were friendly including the 26 per cent who worked in unionized industries.

Since career counselling and job preparation has been raised as an issue by many we asked the employed sample if they had ever received career counselling or job preparaton in school or at an agency. More than 50 per cent of those interviewed did not have any job preparation before they left school. Those who did receive some counselling said it was from parents and friends as often as teachers and counsellors.

Weekly Earnings After Taxes

Table XVillustrates the distribution of weekly earnings after taxes for each job category.

TABLE XV

Distribution of Weekly Earnings After Taxes
For Each Job Category

N = 100

Jobs	$ - 100	$100-150	$150-200	$200-250	$250 +	Total
Factory	1	1	7	5	3	17
Food Services	2	5	5	3	3	18
Construction	0	0	1	0	7	8
Labour	0	4	12	4	3	23
Other	1	11	12	8	2	34
	4	21	37	20	18	100

Construction and factory work were the best paying jobs in this sample.

Job Search Methods

Table XVI shows the methods used by our employed youth sample to obtain their present jobs.

TABLE XVI

Job Search Method

N = 100

	School Teacher Counsellor	CEC	Newspaper	Contact Employer Directly	Parents	Others	Total
Factory	0	1	5	1	8	2	17
Food Services	0	4	2	6	6	0	18
Construction	0	1	0	3	3	1	8
Labour	0	2	5	5	11	0	23
Other	1	5	6	10	9	3	34
TOTAL	1	13	18	25	37	6	100

Only 13 per cent of those interviewed obtained their present jobs through a Canada Employment Centre. 37 per cent of the sample obtained their present jobs through an interpersonal network, using parents or friends. Direct contact to employers and reading newspapers were also effective for this group. Schools were the least useful method according to this sample.

We found that 33 per cent of the respondents had used Canada Employment and found it useful. However 39 per cent of those interviewed did not find it useful and 25 per cent did not go to a CEC at all.

Several youth commented on Canada Employment Centres:

I did not use employment centres to get my job because:

- My dad is a foreman in the construction business;
- My uncle knows a lot of business people;

- They wouldn't find me a better paying job;
- I have lots of connections.

2.8 YOUTH IN TRAINING PROGRAMS SURVEY

Skill development is one goal for most employees in the labour market. The expressed willingness by a majority of the unemployed youth sample to take skill training confirmed this. We concluded from the employed youth survey that lack of job experience and skills limit the choice of jobs available.

In this section we examined skill training programs and youth employment services by surveying a sample of 150 youth who were enrolled in them. We examined the accessibility of the programs, admission requirements, portability of the skills acquired and future job prospects for trainees.

Composition of the Sample

Table XVII is the distribution of the sample by sex and age.

TABLE XVII

Composition of Sample by Sex and Age

N = 150

Age	%M	%F	% Total
15-18	9	7	16
19-21	29	9	38
22-24	38	8	46
TOTAL %	76	24	100

Distribution by Ethnicity

White	89%
Black	4%
Other	7%
Total	100%

It appears that older youth are more likely to have access to skill training programs. There was only a four per cent participation rate for blacks in skill training programs. This is much lower than the proportion of blacks in our other two survey samples.

Tables XVIII and XIX show the Distribution of Males and Females in the sample by Education Achieved and Type of Program.

TABLE XVIII

Distribution of Male Sample
by Education and Program

N = 114

Program	Grade 9 or less	Grade 10 or above	Community College	Total
On-the-job-Training	9	11	0	20
Apprenticeship	3	54	12	69
Pre-employment Training	2	12	0	14
Skill Training	1	4	0	5
Other	2	4	0	6
TOTAL	17	85	12	114

TABLE XIX

Distribution of Female Sample
by Education and Program

N = 36

Program	Grade 9 or less	Grade 10 or above	Community College	Total
On-the-job-Training	5	12	3	20
Apprenticeship	0	2	0	2
Pre-employment Training	4	1	0	5
Skill Training	1	2	0	3
Other	2	3	1	6
TOTAL	12	20	4	36

Each of the foregoing tables shows that the majority of all the trainees (80 per cent) had finished Grade 10 or above. Only 20 per cent had left school by the end of Grade 9. However, of the females interviewed, only 67 per cent had Grade 10 or better.

There were 71 youth in apprenticeship and 40 in on-the-job training. Only 2 females were in apprenticeship, but the participation of males and females in on-the-job training was divided equally between them.

Career Preparation

The majority of the youth interviewed (123) had attended or were graduates of secondary schools. 56 per cent of the total sample interviewed had no job preparation at all before they left school. As well, 55 per cent of those interviewed did not have any career counselling either in school or elsewhere.

Accessing Programs

The most effective way to enter a program was through a private network and 33 per cent said they entered their program through parents or friends. Contacting an employer directly was the next most effective method: 24 per cent of those interviewed said they used direct contact to get into the program. Canada Employment was third in order of effectiveness although fewer than 15 per cent of those interviewed actually accessed the program that way. The high percentage of employer obtained apprenticeship positions (39 per cent) is due to the fact that most entries occur from the shop floor.

Admission Requirements

Volume III, Section 2.1 of this Report contains a detailed review of apprenticeship. The minimum educational entrance requirement is Grade 10, although a government supervised entrance test (PAT) can be administered to those who do not qualify.

The results of our survey showed that 40 out of 71 of those in apprenticeship wrote some kind of entrance test even though they had the educational requirements for admission. In fact about 90 per cent of those in

apprenticeship had at least a Secondary School Graduation Diploma. Of those who wrote the test 24 or 30 per cent said it was difficult. We conclude that admission requirements are inconsistent and there are artificial entry barriers imposed by employers to select the "cream of the crop". This supports conclusions in the Work for Tomorrow (Allmand) Report.

Length of Time to Find Employer

Acceptance into apprenticeship is not automatic on having the academic standing required under the Act or by passing the PAT. Potential trainees must still find an employer for themselves as explained in Volume III, Chapter 2.

Our survey showed that 15 out of the 71 apprentices interviewed did not have to look for an employer at all because they entered the program from the shop floor. 36 or 64 per cent of the remaining apprentices found their placements within 3 months using family networks as a job search technique. 15 or 27 per cent of the sample who did not enter apprenticeship from the shop floor took over 6 months to find a placement. Since disadvantaged youth lack strong kin/peer networks their ability to enter apprenticeship is impeded by the system..

Program Satisfaction

Our survey showed that 80 per cent of those interviewed found their programs to be effective and enjoyable. Of those in apprenticeship 9 per cent did not enjoy their programs because they were unstructured and there was no coordination of instruction by the journeymen. We do not view this as a significant criticism.

The trainees told us that unionization did not seem to have a negative impact on the working environment. They also perceived their co-workers to be very friendly.

Skills Portability

To assess the potential transferability and standardization of the training and skills received by the trainees, we asked them if the skills they were

being taught were adaptable to different kinds of jobs. 84 per cent of those interviewed said they did not know if their skills were transferable even within the same industry. 64 per cent of those interviewed had been told they would get jobs after their training.

Weekly Earnings (Training Allowance) After Taxes

Most of the respondents who were in government programs (40 per cent of the sample) were making $150 -$200 or less. Some of those were in OCAP or federal training programs in the CAAT's. Apprenticeship was more lucrative than other programs. It is generally considered that $200 or less is not sufficient to support a family in to-day's economy. This supports conclusions in "Work for Tomorrow" and other studies that training allowances must be increased.

TABLE XX

A COMPARATIVE PROFILE OF EACH SEGMENT OF THE SAMPLE

RACE

TOTAL	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
White	75%	82%	89%
Black	20%	14%	4%
Other Visible	5%	4%	7%

SEX

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Males	72%	78%	76%
Females	28%	22%	24%

EDUCATION ATTAINED

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Below Grade 9	32%	14%	20%
Grades 10-12	68%	86%	80%

TYPE OF SECONDARY SCHOOL ATTENDED

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Elementary	7%	5%	2%
Vocational	14%	8%	6%
Secondary	75%	78%	81%

SALARY EXPECTATIONS OR EARNINGS/WEEK

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Under $150	14%	25%	37%
$150-$200	35%	37%	8%
$200-$250	33%	20%	22%
over $250	19%	18%	33%

CANADA EMPLOYMENT CENTRES

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Used and Useful	36%	33%	29%
Used and not Useful	30%	39%	37%
Not Used	30%	28%	33%

IN SCHOOL JOB PREPARATION

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Some	43%	46%	43%
None	57%	54%	56%

IN SCHOOL CAREER COUNSELLING

	UNEMPLOYED	EMPLOYED	IN TRAINING PROGRAMS
N=530	N=280	N=100	N=150
Yes	39%	29%	45%
No	61%	70%	55%

FOOTNOTE

CHAPTER 2

1 Source: Scientific American, May 1980, Vol. 242, No. 5. "Youth Employment". By Eli Ginzberg, p. 44.

EXHIBIT

CHAPTER 2

Exhibit A - Map showing High Risk Areas in Metropolitan Toronto.

POOR

QUALITY

ORIGINAL